



# **Improving Public Service in the Bureau of Land Management**

## **an action plan**

**JANUARY 1980**

Director, Bureau of Land Management

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# United States Department of the Interior

BUREAU OF LAND MANAGEMENT  
WASHINGTON, D.C. 20240

January 16, 1980

Instruction Memorandum No. 80-234  
Expires 9/30/81

To: All Employees

From: Director

Subject: Implementation of the Service Study Report: "Improving  
Public Service in the Bureau of Land Management"

I am pleased to announce the adoption of an action plan for implementing the recommendations of the Service Study Group.

Last May I established a study group composed of 19 field and Washington Office employees and asked them to identify ways in which the Bureau might expand the range of services it provides to the public. The charter of the Service Study Group was deliberately broad. I asked them to identify internal barriers to public service and to recommend ways of removing those barriers. I asked that they examine not only how the Bureau is perceived by others, but also how the Bureau perceives itself. And, recognizing that our ability to act can become constrained by our own procedures, I asked them to consider problems inherent in our own systems, regardless of whether they were mandated by law or were common practice.

The report and action plan the Service Study Group prepared is an exceptional piece of work. The Group has identified realistic and attainable goals and mapped out a carefully timed series of specific actions to reach those goals that cuts broadly across all program lines. The actions range from small adjustments to major changes in the way we do business. Some are immediate, and indeed are already underway; others are long-term. The Group resisted the temptation to ask for more study except in a handful of recommendations in which substantial reforms are involved.

Part of the success of this effort is due to the enthusiastic participation and many suggestions of field personnel throughout the Bureau. Not surprisingly, the enthusiasm and support was tempered by concern about the likelihood of the recommendations of such a study making a real difference in Bureau programs and procedures.

I want our managers and their staffs to know that we are fully committed to achieving the goals of the Service Study and to implementing the actions in this report expeditiously. Obviously, this report cannot anticipate the enormous variety of additional public service possibilities that exist. I hope each of you will devote some time to considering other steps we can take--procedurally, operationally, attitudinally--to increase the spirit of service Bureauwide.

I am planning to present the final report of the Service Study Group to the next BLM Management Meeting scheduled for late February. I have asked District Managers to attend that meeting as well.

The months ahead of us--and the coming years--will be especially demanding. With good feelings about the role each of us plays in the relationships between the Bureau and its publics, I am hopeful that we will be able to encourage greater public understanding and acceptance of what we do and why we do it, and that the results will be in the highest public interest.

*Frank Gregg*

## ACKNOWLEDGEMENTS

This report was produced by the 20 members of the Service Study Group, BLM employees from many field offices and Washington who devoted an extraordinary amount of effort to producing a thoughtful and practical action plan for improving public service throughout the Bureau. It also reflects the contribution of many other BLM employees who took the time to provide a wide array of specific suggestions.

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Jerry Asher, Medford District Office

Robert O. Buffington, Idaho State Office

Barbara Karlen, New York, OCS Office

Bill Duddleson, Washington, Cooperative Relations

George Francis, Medford District Manager

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George "Kip" Hinton, Colorado State Office

Ron Hofman, Washington, Executive Secretary

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## OVERVIEW

### Introduction

The Bureau of Land Management is responsible for managing natural resources of enormous variety and value.

Demand for direct use of these resources--for energy development, hard rock mining, livestock production and timber harvest, for a wide variety of recreational activities--is increasing, in some cases dramatically.

At the same time, and in part because of the rapid pace of population growth and natural resource development in the West, interest in and concern about other values is escalating--concern about the impacts of development on Western communities, on the traditional resource-based industries such as agriculture, on wildlife, natural, cultural, scenic and wildlife resources.

This combination of increased demand and conflict is approaching a peak at the precise point in history that the Bureau is working to establish a management system responsive to the Federal Land Policy and Management Act of 1976, which confirms that multiple use and sustained yield are to be the guiding principles in public land management.

The environment for public land management therefore places an extraordinary burden on employees of the Bureau in responding to increased competition and controversy in ways that are timely, even-handed, consistent with the long-run integrity of the basic resource systems and--perhaps above all--sensitive to the needs and aspirations of the publics we serve.

The presence of complexity and conflict tends to generate predictable pitfalls which the Bureau--and the Department--will have to confront squarely if the management system is to work efficiently and equitably. Among these potential pitfalls are:

- o decisionmaking tends to become more centralized--distant from the people affected;
- o the organization tends to become bogged down in its own systems;
- o user groups have difficulty in working with the system, in making effective use of their energies and limited resources in order to influence decisions;
- o individuals and smaller groups are often cut off and become frustrated and angry or stop participating entirely;

- o the organization's employees become frustrated with proceduralism and paperwork and lose their initiative;
- o the concept to serving people's needs is obscured.

This document is an action plan developed by a group of BLM employees to improve the environment for public service throughout the Bureau. The plan is the result of nine months of research and analysis. It establishes the basic goals for public service in BLM and details the actions recommended to achieve those goals. Accompanying each action in the report is a brief summary of the findings which generated the actions, an assignment of responsibility and schedule for implementation, a brief description of the public service benefits, and a description of the Bureau's capability to carry out the actions.

The concept of public service deserves some explanation. As used in this report, public service means a combination of attitudes and actions to ensure equitable and timely consideration of all interests and all points of view. It also means treating people fairly and respectfully and recognizing their right to be involved in and influence Bureau decisions whenever they have a stake in the outcome. Bureau employees are frequently the focus of conflicting, polarized, and intense pressures. Service to the public in these situations means skillfully resolving conflicts where we can, taking the unpopular stand where we must, but always having before us the objectives of acting clearly, fairly, and decisively in the public interest.

#### Background

On May 11, 1979, the Director established a 19-member study group to identify ways of improving the quality and quantity of services provided by the Bureau to the public. Specifically, the Director asked the group to examine and recommend ways the Bureau might:

- o provide better, and perhaps additional, tangible services to our users, our neighbors and our constituents, the American people;
- o better identify, and improve our handling of, problems in our interrelationships with our neighbors including landholders, nearby communities, state and local governments and other federal agencies and public interest groups, with a special sensitivity to the kinds of problems which activities on BLM-administered lands can cause for our neighbors;
- o improve the perception the various "publics" have of us, our professionalism and competence;
- o better ensure that the public knows enough about the Bureau's work to effectively (in the words of FLPMA) "participate in the

formulation of plans and programs relating to the management of the public lands," and do a better job of involving a broader base of people in deciding the future of these lands.

The Service Study Group, composed of resource management and public affairs staff from both field and Washington offices, met in Boise, Idaho, on June 8-9 for a two-day organizational session. During that meeting, the members of the group identified several dozen specific problems which serve as barriers to public service in the Bureau. The group found that these problems generally fell within four broad categories. Stated as problems, they included:

1. The Bureau has difficulty making timely decisions and implementing them expeditiously.
2. Some Bureau systems and procedures have themselves become barriers to public service.
3. The public has little understanding of the roles and responsibilities of the Bureau.
4. The Bureau lacks organizational and employee development programs designed to foster, sustain, and reward public service attitudes and performance from Bureau employees.

Task forces corresponding to these four problem areas were formed. Each task force developed a detailed work plan for researching each problem area and in the ensuing weeks analyzed existing data and interviewed individuals inside and outside of the Bureau to determine the validity and extent of the problem and to seek suggestions on how to improve the provision of public services.

The Study Group met again in Denver, Colorado, on August 2-3. Each task force reported its initial findings and recommendations and identified, at the Director's request, those recommendations which were particularly urgent and timely.

In several meetings from mid-October to mid-November, the findings and recommendations of the Service Study Group were presented to the Director, Associate Director, and the Deputy Directors of the Bureau. The result is the Action Plan that follows.

#### The Service Program

The actions included in this document constitute the first steps in improving public service throughout every office and resource program in the Bureau. We define the Service Program in very broad terms. While the results

may include better public understanding about how the Bureau can serve the public and may engender, as a result, a more positive public attitude about the Bureau, the central objective of the Program is to bring about fundamental changes in organizational attitude and behavior to adjust program direction and priorities, and to make needed improvements in the systems and procedures by which we conduct the business of managing the public's lands. The goals of the Program are:

- o to create and sustain within the Bureau a service-oriented approach to everything we do--an attitude of initiative, helpfulness, cooperation, and assistance to all those for whom we manage the lands;
- o to improve public understanding of who we are, what resources we are responsible for, what we do, and what services we can provide.
- o to improve opportunities for the public and State and local government to be involved in Bureau decisionmaking;
- o to provide an organizational environment which encourages and rewards employee actions in support of service to the public; and
- o to remove procedural, systemic, and other constraints to service-oriented management of the public's lands and resources.

Fundamentally, the Program involves adjusting both our internal and external horizons. It calls for improvements in our internal operating procedures and it calls for the Bureau to reach out to all of our neighbors--everyone with whom we share a boundary or an interest in the public lands--with more and better services. It involves providing equal opportunities to public service to all Bureau employees and giving equal recognition to the services provided by the Bureau's many part-time employees. It also involves giving equal opportunity to both the Bureau's traditional and emerging publics. The Program also recognizes the Bureau's increasing role as mediator among conflicting demands on public land resources and provides for specific training programs to enable Bureau employees to effectively play such a role.

At the same time, achieving service objectives may also mean taking a position on an issue that is not universally popular. Sometimes it will mean saying "no" to a particular proposal or use. In other cases, it may mean interceding in conflicts among competing users and serving as a broker or mediator. In all such cases, the Service Program means making such decisions promptly and clearly, after considerable consultation with parties involved, based upon the best information available at the time, and demonstrating a willingness to continue to work toward equitable alternative solutions.



Finally the Program addresses what the Service Study Group found to be the most widespread frustration of the Bureau's own people; the relentless increase in the procedural requirements of the systems the Bureau has designed to meet the mandates of the laws and court orders under which the Bureau operates, and the corresponding decrease in contact with Bureau publics. Bureau people find themselves turning increasingly inward, intent upon completion of mandated tasks, and increasingly distant from their clients. Accordingly, a number of the actions in the plan serve to adjust Bureau program priorities to increase public service opportunities.

#### An Overview of the Actions

Goal #1: The first goal of the action plan is to ensure that all Bureau employees embrace the Bureau's commitment to improving public service and understand how they can contribute to that effort. The backbone of this segment of the plan is a Bureauwide public service information/orientation/training program. The Washington Office will develop an integrated slide/tape/brochure orientation training program to be used throughout the Bureau for part-time as well as full-time employees. Each State Office will develop its own orientation material tailored to its needs. In addition, special training packages will be developed for high public contact jobs, including receptionists, legal clerks, and on-the-ground personnel.

Also, to improve employee understanding of emerging issues within the Bureau, an internal communication system will be developed, including a monthly newsletter to all employees covering current and developing issues and policies, and an editorial-style publication called "Directions" to provide a vehicle for the Director and others to explain and interpret issues and events.

Goal #2: The second goal in the plan is to help the public understand what resources the Bureau manages, what goods and services we have to offer and how to improve the Bureau's presence in high user demand areas.

The changes in BLM's legislative mandates, the increased importance of BLM's mission, and the complexity of BLM's systems are confusing to BLM's traditional and emerging clientele and to the public generally. To overcome this, at the national level, the Bureau will review the assumptions underlying the publication, "Our Public Lands," and make recommendations for making it more useful to the public. The Bureau will also complete the film, "Promise of the Land," and the publication accompanying it and use them locally and regionally according to a marketing plan currently being developed.

At the State level there will be a complete review of all publications. The State Director, Public Affairs Officer and resource staffs will

develop and implement criteria for improving the public service content of existing and future public materials. Also at the field level, the Bureau will increase its manpower in high public-use areas by using more vehicle service patrols, temporary offices, staggered work hours, weekend duty, etc.

To assure continuing public service, the Bureau will also begin: (1) a community outreach program aimed at getting Bureau and local community officials working more closely on land use planning and management, and (2) an improved visitor services program to assist people who come as visitors to the public lands (campers, hikers, ORV users, etc.). And in an increasingly urbanizing West, the Bureau will analyze ways of increasing public awareness of BLM services in key western urban centers.

The Bureau will increase, where possible, in Fiscal Year 1980 and plan for increases in Fiscal Year 1981, three of the most successful public service programs: working with local communities on environmental education; and the YCC and YACC programs.

Finally, the Bureau will upgrade its physical presence by providing better public space in offices, using BLM uniforms where appropriate, and improving the graphics on BLM publications, signs, letterhead, and elsewhere.

Goal #3: The third goal is to improve opportunities for the public and State and local governments to be involved in Bureau decisionmaking. The Bureau is using the four-year authorization process to develop grass roots involvement in the Bureau's current and future programs. The Bureau is also developing specific Advisory Council management plans to ensure

their involvement in decisionmaking at both field and Washington Office levels. The Bureau's Issue Management System will include specific policies and procedures for public participation in individual issues. A document that identifies all public participation directives is being developed for public and Bureau use along with guidelines on how to plan and conduct public participation programs at the District and area levels.

Goal #4: The fourth goal is to provide an organizational environment in the Bureau that encourages and rewards positive employee attitudes and actions in support of public service objectives. The actions in this section of the plan are aimed at overcoming institutional barriers to public service work and creating throughout the Bureau conditions that will encourage employees to provide greater public service. The key action in this segment of the Plan is the development of a formal employee development program. To assure that such a program is developed expeditiously and implemented Bureauwide, the Director will establish an Employee Development Committee that will: outline the entire program, get the outline approved, and oversee its implementation.

The Bureau will establish an executive training program to increase the public service skills of supervisors. Public service requirements will be developed and included in vacancy announcements, position descriptions, and performance evaluations to ensure that such attitudes are institutionalized. Special attention will be given to orientation and training for the less-than-full-time-permanent employees (WAE's, seasonal, etc.) who make up more than one half the Bureau's total work force and frequently have the greatest contact with the public.

A review will be made to determine if the prototype Learning Centers now used in some field offices can be expanded to other offices and include not only employee skill development but also serve as local public Information Centers for information on local problems and Bureau programs.

A key to realizing this goal is to establish a network of qualified organization/employee development specialists in each State Office. The Employee Development Committee will set criteria, review existing personnel, providing training when needed, and establish new positions when necessary.

The Bureau will revise its fiscal year 1980 and 1981 training catalogue to include courses in organizational development, public involvement, conflict resolution techniques, interpersonal communication, and other public service skills. At the same time, the Bureau will revise its awards system (incentive awards, quality increases, merit pay, etc.) to provide tangible economic rewards for outstanding public service contributions.

Goal #5: The fifth goal is to remove procedural, systemic and other constraints to public service in the Bureau's administrative management systems. An existing review of these systems will be augmented to determine ways that contracting, personnel, procurement, recordkeeping, and other systems can be reformed and streamlined to be more service-oriented.

Existing programs will be reviewed in two stages. First, opportunities for administrative improvements will be examined. Second, a lengthier review of existing legislation and regulations will be undertaken. Moreover, the existing Bureau regulation and directives development process will be reviewed to simplify the procedures for producing such guidance and ensure that the requirements of law have not been exceeded and that the process of developing such procedures is as efficient as possible.

### Capability

Each package of actions in the plan is followed by a statement of capability. In general, completing the actions in the plan is within the Bureau's existing capabilities. The Bureau anticipated many of the actions that will require substantial monetary investments. With minor exceptions, the Bureau also has the people necessary to do the job. The implementation schedule in the plan reflects existing Bureau capability



to meet deadlines. A number of the actions in the plan are already being implemented, including the management systems analysis, the grassroots consultation process for the four-year authorization, the development of an organized visitor services program, and completion of a BLM film, among others. Completion of other actions will require adjustments in existing priorities, including decreasing technical training courses to increase public service skills training courses, increasing staggered office hours in high use areas in the West, rebudgeting funds for technical publications to pay for public service-oriented information programs, and so forth.

The principal "cost" of the Program is time. Achieving the goals of the Program will require a reassessment of program priorities and a firm commitment of time by Bureau personnel at virtually every level. Special effort will be required by those given continuing responsibility in the action plan.

#### Monitoring

Since the benefits of many of the programs initiated by the action plan are long-term, rather than immediate, a high-level monitoring committee has been established, chaired by the Associate Director and involving the three Deputy Directors: Policy, Programs, and Budget; Lands and Resources; and Services. The Bureau's Executive Secretariat will serve as staff to the committee.

Implementation of the Action Plan itself will be monitored by the Bureau's Executive Secretariat through the Issues Management System. Progress reports will be produced monthly.



- I. GOAL: To improve understanding and support within the Bureau for a service-oriented approach to everything we do--an attitude of initiative, helpfulness, cooperation, and assistance to all those for whom we manage the land.

Findings:

It is clear that the lands and resources managed by the Bureau will play an increasingly important role in the Nation's future--for defense, energy, food and fiber, recreation, and urban growth and that the competition for the use of these lands will push the Bureau even further into the public eye. These trends also signal continued modification of the traditional clientele relationships the Bureau has maintained in the past. Livestock, mining, and oil and gas interests will face accelerated competition from recreationists, wildlife and wilderness advocates, land developers, and alternate energy source developers (geothermal, oil shale, surface coal). The Bureau will be in the middle of this competition and will increasingly serve as a mediator and a balancer as it strives to find the best combination of uses for each parcel of public land to serve the broad public interest.

The job of mediator requires exceptional qualities: judgment, interpersonal skills, diplomacy, clear and concise communication, decisiveness, and trust. And these skills--embodied in the Good Neighbor Program--will be required in every aspect of Bureau life: personal, telephone, and written contact; public information and involvement; planning, surveying, enforcement, maintenance and construction programs; budget, finance, procurement, and regulation preparation; and in the full range of visual impressions--signs, vehicles, offices, uniforms.

Our most immediate task is to develop better understanding and reflex-level sensitivity to the principles of the Good Neighbor concept by providing guidance orientation and training for all Bureau employees--full-time, part-time and seasonal--in how the Program affects them.

Also important to the development of such sensitivity is a Bureau staff which is well-informed and involved in developing policies. Therefore, a closely related task is improving the ways by which developing policy is communicated throughout the Bureau. This includes vehicles for the Director to communicate both new policy and developing ideas to Bureau field managers for their information and comment; vehicles for State Directors to communicate with the Director on issues, problems, and policies of concern to them; and vehicles for keeping all Bureau employees informed about developing issues, including colleagues in other field offices.

ACTION	RESPONSIBILITY	TIME TABLE
1. Draft a Director's message to explain to all employees the philosophy behind and actions implementing the <u>Good Neighbor Program</u> .	Office of Public Affairs Special Asst. to Director, Exec. Sec.	Feb. 15
2. Prepare <u>program materials</u> (Posters, brochures, buttons, etc.) for use throughout BLM to coincide with speaking schedules.	Office of Public Affairs w/State Office Participation.	March 1
3. Establish <u>speaking schedules</u> for Director, Associate Director, Deputy Directors, Assistant Directors, and State Directors to explain the program within the Bureau.	Office of Public Affairs w/ Exec. Sec.	March 1
4. Develop a <u>basic Public Service orientation package</u> (slide/tape/brochure) for use in WO, State, District and Area Offices. Include basic information on how major Bureau systems operate and contribute to public service.	Office of Public Affairs, Training, contractor	April 1
5. Initiate this aspect of the Good Neighbor Program (items 1 thru 4) at BLM management meeting which includes DM's.	Executive Secretary	March 1
6. Develop <u>State-specific</u> Public Service orientation programs for all employees including seasonal, part-time.	Each State Office	May 1
a. Conduct orientation programs for all permanent and seasonal employees.	Each State, District and Area Office	May 1 (continuous)

ACTION	RESPONSIBILITY	TIME TABLE
7. Prepare <u>mini-packages</u> for high public-contact job categories (office, reception, visitor services, etc.).	Each State Office	May 1
a. Distribute, conduct specialized mini-package training/orientation.	Each State Office	May 1 (continuous)

#### Benefits:

Formal inauguration of the Good Neighbor program, followed by professionally prepared training/orientation packages will illustrate an undeniable high-level commitment to the objectives of the program and provide a visible and tangible response to the President's and the Secretary's expressed concern. Without such a visible commitment, Bureau employees are unlikely to see the program as a serious effort. Finally, without formal training/orientation programs, we will fail in the basic charge, employee skills development. Specifically, such a coordinated program will begin (see also Goal #4) the job of skills development throughout the Bureau emphasizing attitude and actions in support of the public service objective.

#### Capability:

The costs incurred in developing (1) professional quality slide/tape/brochure training/orientation packages for Bureauwide distribution; (2) State-developed supplemental packages; and (3) mini-packages for specific occupation categories are minimal and well within the operating budgets for funds and manpower of the offices involved.

ACTION	RESPONSIBILITY	TIME TABLE
8. Develop and implement an <u>Internal Communication System</u> composed of the following:		
a. <u>Directions</u> : a numbered publication series providing a vehicle for the Director and others to express views and interpretations of events and emerging issues.	Exec. Sec. and Office of Public Affairs with oversight by the Spec. Asst. to Director.	First publication by Feb. 15 and as needed thereafter.
b. <u>Newsletter</u> : a monthly newsletter distributed to all employees discussing current and developing issues, developments in Congress, key speeches with policy content, important field accomplishments, etc. Bureau officials will submit articles and viewpoints.	Exec. Sec. and Office of Public Affairs to develop, prepare and publish.	First Issue  April 1 covers the winter Mgmt. Meeting.
c. <u>Improve 2-way communication among field offices and between the Field and WO</u> : Develop mechanisms to improve the communication between field offices and the WO relating to problems and issues, program highlights, early alerts, etc.	Exec. Sec. and DDP, as part of improving the internal communication process.	April 1 Mechanism approved by the Director.

Benefits:

These are much needed, relatively inexpensive, and easily staffed mechanisms for ensuring that the right hand knows what the left hand is doing and providing a foundation of information to permit BLM personnel to communicate knowledgeably and confidently with the public on existing or developing Departmental and Bureau policies and programs.

Capability:

With the exception of the Newsletter, costs for these and other internal communication vehicles will be minimal. The Newsletter will require one person, half or possibly full-time and a printing and graphics budget. Funds and workmonths have already been earmarked for these programs.



- II. GOAL: To improve public understanding of who we are, what resources we are responsible for, and what services we can provide, and improve Bureau Services (availability of lands, facilities and employees) in areas of high public use.

Findings:

Neither the general public, the Bureau's traditional clientele, nor its emerging clientele have a clear view of the Bureau's mission, programs, or accomplishments. Fundamentally, they do not know what the Bureau has to offer or can do for them.

With passage of FLPMA, many of the Bureau's traditional clientele (live-stock permittees, miners, etc.) see the Bureau moving away from unilateral support for their interests. The emerging clientele (recreationists, wilderness proponents) see the multiple-use mandate as an open door for their interests but are frustrated by tradeoffs. The general public is often confused, sees conflict, and assumes it results from bureaucratic inefficiency and "red tape." The Bureau's base of support is too often a narrow band of individuals and interests who have, on their own initiative, sought to understand how the Bureau works and why. The Bureau has done little in an organized fashion to make clear what we do and why and what we can provide in the way of goods and services, information, education, and technical assistance. There is a need to review the basic policies and procedures by which the Bureau provides information to the public (brochures, films, maps, etc.) and orient them more towards public service.

At the same time, the Bureau possesses the basic network for a much needed grassroots system at the community level. The decentralization to the Area level presents very nearly the same on-the-ground capability as the county extension system, yet the Bureau has had no comprehensive plan in place to use this system to provide information, assistance and services. As a result of the Bureau not providing an accurate picture of itself to the public, the Bureau person on-the-ground can be seen not as a facilitator or source of assistance but as an intruder, the local agent of a distant malevolent landlord.

Bureau staffers feel this distrust acutely yet have few tools to persuade neighbors otherwise. Bureauwide program priorities emphasize procedure and plan development rather than information, visitor services, or community assistance.

In addition to doing a better job providing information to the public at the National, State and local levels, the Bureau can greatly improve the way it delivers assistance to visitors and users of public lands and resources. Bureau lands, facilities and people should be available where and when the public has need of them. The Bureau has the opportunity to increase its programs for making lands and resources available for community programs (Environmental Education Sites, YCC, YACC, etc.).

ACTION	RESPONSIBILITY	TIME TABLE
1. Substantially upgrade the quality of <u>national information materials</u> originating from the WO of Public Affairs.		
a. Review the assumptions underlying the publication of "Our Public Lands," develop a revised statement of objectives and alternative ways to accomplish them and make recommendations to the Director.	Office of Public Affairs	Feb. 15 complete analysis and recommendations
b. Finish and release "Promise of the Land," the film on the mandates of BLM, and its accompanying publication.	Office of Public Affairs	March 1
c. Beginning in July 1980, produce for the public a series of publications on such service-oriented topics as how to get involved in the BLM planning process, the Good Neighbor Program, the wild horse and burro program, rangelands program, etc., all under the series heading of "Neighbors."	Office of Public Affairs, Spec. Asst. to Director, Public Participation Coordinator	July 1
d. Develop a plan and conduct local showings for the film and information materials as part of the umbrella Good Neighbor Program.	Public Affairs Offices at Washington and field	Plans developed by March 15. Showings begin April 1

Benefits

These actions constitute the first steps in what is seen as a long-term effort to reshape and redirect the programs of the Washington Office Public Affairs. Primary emphasis is placed on information materials developed for a national audience and for use by State and District Offices in specific support of the Service Program. These actions are designed to set the "tone" of communication on specific subjects of national interest to encourage individual State Office interpretation and information programs. The actions are not oriented on selling BLM, rather they are for the purpose of providing basic factual information on BLM's multiple-use mission, the goods and services the Bureau has to offer in the public interest and how people can become involved with BLM in public land management.

Capability:

There are some important considerations involved in these actions. They involve a redirection of program, manpower, and funding priorities both for the Office of Public Affairs and within that office. Immediate costs are principally for design and printing and are already covered within existing budget requests. Longer-term costs in manpower needs, staff realignments, and funding have not yet been estimated, but will in part be determined by the followup of the evaluation of the BLM headquarters Public Affairs office.



ACTION	RESPONSIBILITY	TIME TABLE
2. Substantially upgrade the public service aspects of informational materials originating from the field offices.	Field Public Affairs Offices.	
a. Issue an Instruction Memorandum to each S.O. setting forth the guidelines for including public service as an important part of publication management.	WO Public Affairs Office with S.O. - PIOs	Feb. 15
b. Review the assumptions underlying field public service publications, films, etc., establish new objectives, alternative ways to achieve them, and develop an action plan.	Field Public Affairs Offices (with DM's and AM's)	March 1
c. Implement the plan to provide public service information materials.	Field Public Affairs Offices, DM's and AM's	March 1 Begin Implementation

#### Benefits:

These actions will permit each field Office of Public Affairs staff to review its current programs and revise them to be more public service-oriented. The public will become more familiar with the goods and services the Bureau has to provide and on ways to become more involved in Bureau systems. In turn the Bureau will become more responsive to local and State needs.

#### Capability:

The capability currently exists in field office to review the public service effectiveness of the public affairs function and develop a plan. The cost and workmonths to revise programs will vary in each case and will depend on the overall field office allocations. The publications planned for FY 1980 can be oriented more towards public service and there can be a reordering of materials produced in FY 1980 based on public service priorities. Once the basic objectives and procedures are identified, all subsequent materials can be developed with a Public Service orientation.

ACTION	RESPONSIBILITY	TIME TABLE
<p>3. Begin a study of how the Bureau can develop a Public Land Services Program that has two aspects: (1) a community outreach program through which Bureau people work more closely with local users and governments to understand more about how the Bureau can serve public interests at the local level and (2) a Visitor Service program through which the Bureau can better assist the people who visit the public lands (campers, hikers, rockhounds, ORV users, etc.). The study would identify program objectives; organizational alternatives; existing and needed skills, materials, facilities; and analysis of other agency programs. Special attention should be given to incorporating existing high public contact programs, and ongoing work on the 8360 Visitor's Services Manual.</p>	<p>Task Force: Spec. Asst. to the Dir., Bill Nothdurft - chairman, Steve Smith, Bob Stewart</p>	<p>Feb. 15 - est. Task Force. May 1 - Report due to Director</p>
<p>4. Issue Memorandum that directs field offices to establish a Bureau presence (vehicle patrols, temporary or permanent offices, trailers, staggered work hours, weekend duty, etc.) in existing situations and locations where the Bureau can (1) facilitate the delivery of goods and services (free use, sales, recordations, etc.) and (2) assist the public in existing high use areas (ORV events, jamborees, etc.).</p>	DDS	Feb. 15

ACTION	RESPONSIBILITY	TIME TABLE
5. Undertake an analysis of ways the Bureau can increase the awareness of BLM services for people living in urban centers near key BLM areas. Make specific recommendations to the Director.	Office of Public Affairs with S.O. - PIOs	April 1 - Report due
6. Include in FY 1980 AWP resources to support and maintain on-going Environmental Education efforts (publication, workshops and EE sites) and YCC and YACC efforts.		
a. OPA and each SD submit a reevaluation of FY 1980 needs. (funds and positions).	SD's	March 1
b. Approve revised AWP.	DDP/Director	March 15
7. Conduct a workshop of Bureau people working on EE, to develop a program report describing BLM program objectives, staffing and funding needs and recommendation for implementation, with emphasis on FY 1981 program for each State.		
a. Conduct workshop.	OPA (Lead)	March 15
b. Approve report and implementing actions.	Director	April 15

#### Benefits:

These actions (3, 4, 5, 6 and 7) are designed to bring the Bureau closer to its clients. The emphasis is on providing public lands, goods, services and helpful information to the wide variety of public land users and visitors.

It will bring the skills and talents of Bureau staff and the products of its resource management to the communities with which it shares a boundary and permittees, licensees, and other users of the public lands. Such a program has short-term economic and social benefits and in the long-term, is the most reliable route to building grassroots community support and involvement. Moreover, with the District and Area structures and existing environmental education and YACC/YCC programs, the organizational framework already exists, in part, to make it work. Fundamentally it makes the Bureau's people and programs more accessible to more people in more places, and generates good will, which is, after all, the basis of the Service Program.

Capability:

These actions will have only minor immediate costs. Full development of a Public Land Services Program, of course, will have significant long-term implications, not so much for dollar and manpower increases, but in rearranging Bureau resources to provide better services. The Service Study Group is convinced, however, that the absence of such actions is a principal reason for the Bureau's credibility problems with the public. With respect to changes in duty stations and hours to make the Bureau available when it is most needed, there will be some increases in overhead, but there may also be savings in travel costs and time. The policy already exists; it needs to be encouraged and flexibility provided to make it work. Increases for Environmental Education will be considered in the FY 81 budget proposals.

ACTION	RESPONSIBILITY	TIME TABLE
8. Improve the Bureau's physical presence to improve public service.		
a. Issue an instruction to all field offices to review the Bureau's physical office facilities for serving the public (room arrangements, signs, access to parking, rest rooms, waiting areas, etc.) and undertake an action program to improve these important aspects of public service.	DDS	Feb. 15
b. Analyze categories of positions and circumstances for use of BLM uniforms for improving public service and issue appropriate guidance.	AD/REA	April 1
c. Engage the National Endowment on the Arts - Federal Graphics Improvement Program to evaluate all BLM's graphics--publications, directives, signs, etc., and recommend ways to improve them for better public recognition and usefulness.	Office of Public Affairs	March 1

#### Benefits:

People who visit BLM offices can be better served if BLM improves its office facilities for that purpose. Also, the Bureau badly needs to establish a crisp, uniform, and professional nationwide identity, achieve clarity and legibility in its printed communications (publications, signs, etc.); in short, make itself more available and recognizable to the public. Service is what we want to communicate and it should be visible everywhere feasible. These steps are designed to establish that recognition. In addition, improving graphics should bring significant savings through standardization of paper sizes, colors, typefaces, etc.

#### Capability:

Much can be done to improve the public facilities in our offices without great cost, i.e., rearranging space, people, and equipment. Major changes will have to be budgeted in the future. NEA's services are without charge. The cost of hiring or contracting for additional professional design/graphics services beyond our existing capabilities to implement NEA's recommendations would be a onetime cost likely to be entirely recouped in savings in printing. Initial funds of \$60,000 have been budgeted for FY 80.



III. GOAL: To improve opportunities for the public and State and local governments to be involved in Bureau decisionmaking.

Findings:

The Bureau has developed policies and continues to implement procedures for obtaining public involvement in multiple-use planning, in the Environmental Statement process and in other Environmental Assessments.

Several major Bureau programs such as Coal and Wilderness have also incorporated public involvement as a continuing part of program development and operation.

However, part of the frustration of some elected officials at the State and local level and the public generally in the West is that they do not get enough opportunity to influence the policies and down-to-earth issues and program and budget priorities of the Bureau.

The President's Environmental Message (1979), the four-year authorization process and the Bureau's Advisory Council structure (including District Grazing Boards) all provide excellent opportunities to improve State and local governments and the public involvement in Bureau decisionmaking. The Bureau recently hired a Public Participation Coordinator at the national level. In setting work priorities this person should consider the need for a document that identifies all Public Participation Directives under which the Bureau must operate and provide concise guidelines on how to plan and operate a public participation program at the Area and District level.

ACTION	RESPONSIBILITY	TIME TABLE
1. Use the President's Environmental Message and the four-year authorization process as a springboard to get State and local government and increased public input into the Bureau's programs and budgets and to provide direction from the public to the Bureau in the years ahead.		
a. Provide public input guidance to field offices.	DDP	Oct. 12 (completed)

ACTION	RESPONSIBILITY	TIME TABLE
b. Consult with State and local officials, users and others on program priorities for the 80's.	All field offices	Oct. 15 thru (completed) Dec. 15
c. Complete public review of Bureau 4-year program draft including Advisory Board's review).	DDP	March 1
d. Provide feedback to government officials and the public on the final report to Congress.	All field officials	After May 15
e. Beyond May 1980, incorporate public input into the development process for the development of a multi-year program as directed in the 1979 Environmental Message.	DDP	Continuing
2. Develop as an integral part of the BLM Advisory Council Management Plan specific policies and procedures for including and involving the Boards in Bureau decisionmaking at the District (including Grazing Boards), and at the National level.	DDP	
a. Prepare a schedule for full development of the Advisory Council Management Plan including milestones for developing procedures for Council participation in decisionmaking, and a full estimate of costs and manpower.	DDP	Feb. 15
b. Finalize and implement procedures (under "a" above).	DDP	Depends on schedule due Feb. 15
c. Conduct training workshops for District Managers in advisory board management.		Feb. 27

ACTION	RESPONSIBILITY	TIME TABLE
3. As part of the Bureau Issues Management System (BIMS), develop Bureau policy and procedures to assure that State and local governments, specific user groups and interested individuals are included in the decision processes for specific Bureau issues.		
a. Develop draft policy and procedures.	Executive Secretary	March 14
b. Meet with Director/ Associate Director to approve final policy and procedure.		March 28
c. Issue instruction implementing the policy and procedure.		April 4
4. Improve the understanding and coordination of Public Participation policies and procedures within the Bureau		
a. Prepare a document for Bureau and public use that identifies all public participation requirements of statutes, regulations, executive orders, Departmental provisions and Bureau manual directives.	DDP	June 1
b. Prepare Bureauwide guidelines on how to plan and carry out a <u>total</u> public participation program with the public, previously at the District and Area levels.	DDP	July 1



Benefits:

Increased opportunities for State and local governments and the public to participate in Bureau decisionmaking means the Bureau will be more responsive to specific public needs. It will also build a cooperative and trusting climate between the people and their institution. Opening up the decision process will result in more comprehensive coverage of everyone's concern and interests, especially by making effective use of Advisory Councils.

Capability:

The Bureau already has these actions under way (as directed), so there is no requirement for additional capability. Using Advisory Councils and getting full public participation in issue decisionmaking will be costly. However, the mandates are clear. As the participation mechanisms are developed on specific issues and programs, the cost of public participation will be built in.

- IV. GOAL: Provide an organizational environment which encourages and rewards employee attitude and performance in support of public service objectives.

Findings:

The performance of BLM employees, in support of BLM's public service objectives or anything else, is based on their attitude about the Bureau. In turn, their attitude is based on how they perceive the organization; in other words--how they feel about it. An organizational environment that produces positive feelings of support will encourage employees to perform more productively to meet public service and other Bureau objectives.

Many Bureau offices and individual work groups have a positive environment. However, based on an analysis of GME reports, a survey of Range EIS team members, interviews and personal experience, the Employee Development Task Force found that significant improvements can be made to improve the attitude and behavior of many BLM employees about getting on-the-ground work done.

The Task Force, in trying to find causal factors, found that positive employee attitude and performance can be constrained significantly by several critical organization forces: if supervisors do not have a public service attitude, people under them won't either; if the climate within some work groups and offices is hard, competitive, and non-supportive, people in that work environment will not be outward-looking toward public service; if employees become enmeshed in and resent BLM's complex systems and procedures, they will have no time for public service; some aspects of BLM's support systems, i.e., training, procurement and personnel hinder public service efforts; BLM's reward system could be improved to help employees use imagination, take risks and interact with external groups.

If the Bureau does not support employee's professional excellence, then employees will not give the public or the Bureau the best service. Employees are especially concerned about the Bureau's support for maintaining professional excellence. Given the challenge of modern resource management, as well as the challenge to Bureau decisions, action to improve public service should include the importance of Bureau people participating in professional associations; being fully aware of the latest information and technology in their fields; being prepared to participate in the complex decisionmaking required of modern professionals; to stress employee participation at professional association meetings at the local level; and to set out specific simplified procedures for employees to follow to be able to attend meetings.

A special problem exists for the Bureau because it is a multiple-use agency. The Task Force found that many new professionals have no training or experience in conflict resolution or interpersonal communication. Similarly, the Task Force found that knowledge of economics, political science and other social sciences was low compared to the physical sciences. A formal training program in these fundamentals would contribute substantially to improved public and community relations and better management decisions.

The Task Force found a need for examining the Learning Center concept to see if it can provide, particularly in smaller communities, expanded learning opportunities for both employees and user groups.

Many private and government organizations have initiated and are realizing the benefits of employee performance improvement programs (Organizational Development, Human Development, etc.). The Bureau has done some work in this area but generally such efforts have been fragmented and not well understood Bureauwide.

Based on the many examples within the Bureau in which a supportive organizational climate does exist, the Task Force concluded that while the Bureau has sophisticated technical and organizational systems, it has not taken full advantage of the potential performance improvements that would result from more fully developed human systems. Simply stated, employees will be supportive in a supportive environment.

The objectives of the ED Program include: (1) the opportunity for the total work force to be involved in influencing their careers, their work and their environment; (2) to promote the effectiveness and positive working environment of natural work groups; (3) to open communication channels up-down-laterally to include needs-wants-feelings-perceptions and expectations to increase positive attitudes and behavior; (4) to promote cooperation interaction between work groups; (5) to use the data of natural work groups to get at changes that are necessary to meet Bureau objectives; (6) to encourage managers at all levels to take responsibility for achieving the desired outputs; and (7) achieve general agreement on the desired outcome.

The results of this program should enable the Bureau to expect that employees will: (1) make decisions with the expectation that those decisions will hold up; (2) believe that public input to decisionmaking is useful and therefore seriously involve the public; (3) believe that the public has legitimate concerns and interests in BLM lands and resources (specific as well as general); (4) search for areas of agreement and fair solutions in situations of public conflict and disagreement;

(5) take the initiative to meet public service expectations; (6) seek and take opportunities to communicate with and provide feedback to both inactive and active public groups; (7) fully understand BLM's history, mission, public service objectives and systems and organizations; (8) make a commitment to providing public service; (9) take risks--act in the face of uncertainty with an attitude of BLM support; (10) support BLM management decisions and hold individual opinions; (11) have confidence in themselves as BLM employees; (12) have pride in BLM--its objectives, programs and people; (13) encourage positive change--new ideas and processes; (14) admit it when they do not know or are wrong; (15) exhibit professionalism in their work; and (16) provide equitable assistance to all segments of the public without imposing their own values.

The following actions are aimed at reaching goal IV by: a) establishing a Bureauwide Employee Development Program, and b) taking positive steps to overcome forces which constrain positive employee attitude and performance towards public service.



ACTION	RESPONSIBILITY	TIME TABLE
1. Develop an Employee Development program Bureauwide:		
a. Establish an Employee Development Committee which will develop a statement of policy, organizational, funding and staffing requirements and a strategy for full implementation including the development of Bureauwide leadership in this effort (initially consultants followed by in-house direction as the program commences).	Director Committee: Curt McVee - Chairman Joe Zimmer E.K. James Jerry Asher Phil Wulf Kris Conquergood	Feb. 1
b. Meet with Director/Associate Director and Deputies to discuss and approve program details.	Exec. Sec.	March 15
c. Release Director's memo and program to BLM employees.	E.D. Committee/Director	April 1
d. E.D. Committee meets periodically to further develop and help implement the E.D. Program and report to the Director.	E.D. Committee	Program Development report every 2 months to Director.

#### Benefits:

These actions are designed to establish a firm commitment to employee development Bureauwide--a commitment which aims to strengthen employee skills, provide more rewarding participation in Bureau programs and provide incentives for achievement. The commitment is meant to apply not just in support of public service, but to provide an environment which fosters achievement in all aspects of Bureau work.

#### Capability:

The E.D. Committee, with consultant assistance as needed, will develop the initial material. Once the committee is established, 4 or 5 Bureau people and consultants will be required to develop a full program outline over a 3-month period at a cost of about \$60,000 for salary and travel. The long-term costs are associated with the actions that follow. A major objective is to place a trained Organizational Development professional in Washington and in each State Office. Some are already on board, some will need additional training, and in some instances new people will be needed.

ACTION	RESPONSIBILITY	TIME TABLE
2. Upgrade emphasis on public service for supervisory personnel and provide skill training.		
a. Expand, update and reinstate in FY 1980 the "School for Administrative Leadership" and increase attendance at existing executive training such as the Departmental Mgmt. Training program, OPM Executive Seminars, etc. Provide for learning opportunities in public administration, political science, economics, and interpersonal relations.	E.D. and Training Committees.	Inaugurate by end of FY 1980
b. Identify those job categories where positive public service attitude and behavior of supervisors is key, develop specific "job element" language for vacancy announcements and for PIPR's, develop and implement "public service supervisor selection instruction." Some specific elements to consider are: work habits, attitude towards serving the public, personal appearance, responsiveness to members of the public, tolerance for other people's values and behavior, written communication and telephone manners.	DDS; WO Chief, Division of Personnel and Training.	March 1 VA and PIPR language in place.

Benefits:

Although the organizational forces that can constrain good public service performance vary with the individual, a poor public service attitude by supervisors was the most important constraining force and mentioned most often in the Task Force's review of the data and in interviews. Therefore, this one factor provides the potential for the greatest benefits when remedial action is needed. Further, based on situations where the Bureau has already acted to either change supervisors or a supervisor's attitude, a multiplier effect can be expected--positive public service attitude and performance by supervisors will be reflected in their employees' attitude and performance.

When supervisors are trained in and use techniques, such as team building that encourage employee participation in problem solving and decisionmaking, there are significant benefits that come from employees feeling a sense of "ownership" for public service solutions that they work out together with their supervisors.

The main benefit from making public service a personnel selection and performance evaluation factor is that over time the Bureau will get more public service oriented supervisors in public service positions.

Capability:

The Bureau has existing capability to work with universities to develop a School for Administrative Leadership shaped for BLM. The Task Force recommends sending 40 supervisors per year and 10 more people per year to executive training such as the Berkeley and OPM programs, and increased attendance in Departmental management training. The cost for this training can be accommodated by revision within the training budget.

There are no additional costs associated with developing VA and PIPR language.

There is existing capability at DSC to develop instructions to aid in the selection of highly qualified people in key public service positions.

ACTION	RESPONSIBILITY	TIME TABLE
3. Upgrade the important public service contribution of WAE, less-than-full-time permanents and temporary employees.		
a. Prepare an Information Memorandum to all employees that describes:	DDS	March 1
<ul style="list-style-type: none"> <li>- the importance the Bureau places on all employees regardless of employment status,</li> <li>- the policy for converting from one status to another,</li> <li>- the general policy of fairness for training; work assignments, leave and general office procedure,</li> <li>- the public service contribution that all employees can make.</li> </ul>		
b. Discuss the Information Memorandum (above) with employees at each office location, striving for understanding through open and complete dialogue (use the I.M. in counseling and recruiting employees).	AM's, DM's, SD's, and other Office Chiefs	Continuous
c. Include public service as an element in PIPR's for WAE and seasonal employees that meet the public.	Appropriate Supervisors	Continuous
d. Provide public service skill training (see goal I) to seasonal and WAE employees that have public contact jobs.	Appropriate Supervisors	Continuous



Benefits:

Some BLM offices have provided a supportive climate for employees that are not full time permanents by treating them fairly and including them as part of the BLM team. In turn these offices benefit from higher employee performance because all employees regardless of status are contributing to the outputs of the work group and office. The Task Force found that a major cause of negative feelings and reduced employee performance is the unnecessary distinction made because of employment status. These actions would provide information and a process for creating better understanding and a more supportive work climate in all offices and a basis for Bureauwide understanding and support.

About half of BLM's work force is other than full-time permanent people. An increase in public service performance by half the work force would be significant.

Capability:

There is no additional cost to these actions. It would require the time of appropriate offices in DDS to prepare the Information Memorandum. It could be discussed with employees at regular staff meetings, all employee meetings, etc. The PIPR's language would be routinely discussed with other performance evaluation factors between supervisor and employee. Training for public service would become a part of the orientation for each new employee and regular in-service training for people already on board.

ACTION	RESPONSIBILITY	TIME TABLE
4. Determine the feasibility and effectiveness of using "information Centers" at Field Office level to improve employee attitude and performance in public service.		
a. Develop a "typical" Field Office Information Center model including equipment needs, prototype program needs and operating costs.	D-DSC and one DM (E.D. Committee oversight)	March 1
b. Select a District Office(s) that has existing capability (perhaps one of the Learning Center Districts) and set up a 6-month test with objectives and evaluation steps built in.	Test District and D-DSC	March 15 to August 15
c. Inventory existing Bureau capability (using the model).	D-DSC	May 15
d. Evaluate the test and report to the Director with recommendation.	E.D. Committee	Sept. 1

#### Benefits:

These recommendations are intended to determine the feasibility of improving the organizational climate in field offices by providing special video and sound equipment and special programs in the context of an "Information Center." Employees can use the Center to increase their professional and managerial skills and also learn skills in other areas including public service skills such as public speaking, interpersonal communication, and group dynamics.

A family night program would permit members of the employee's family to become more knowledgeable about BLM programs which could benefit the Bureau through family members' interaction in the community and a more knowledgeable and supportive home environment for the employee.

Direct benefits such as improved public understanding and support can be derived from "neighbor night" programs. For example, a District Office could video tape its own program dealing with a sensitive community issue--a garbage disposal site or motocross area on BLM land--and invite various concerned groups into the District Office Information Center to learn about and discuss the problems and possible solutions.

Capability:

The feasibility study phase of this recommendation would cost \$20,000; this includes \$10,000 for 5 work months to develop the "typical" Information Center program, \$5,000 for getting it installed, and for initial training in a District Office (the SO's already have the equipment which could be supplemented from existing equipment in other offices), and \$5,000 to evaluate the results and write up a report with recommendations. This cost could be absorbed in the current budget at DSC using people on board who are knowledgeable about this concept. This approach would require an adjustment in work priorities at DSC.

The feasibility study would include a cost estimate for full implementation.

The cost for inventorying existing capability--equipment, space, etc., is estimated at \$5,000 and can be absorbed in existing ceilings.

ACTION	RESPONSIBILITY	TIME TABLE
<p>5. Establish an initial network of qualified organizational development specialists in each SO and WO by utilizing people who are currently qualified, providing training where feasible and hiring additional specialists where needed. (The full program requirements--functional state-ments and Bureauwide TO will be done by the E.D. Committee under recommendation IV, 1, e). Steps here include establishing job elements, reviewing existing personnel, establishing positions, recruiting and selection.</p>		
a. Develop position description.	E.D. Committee with WO and DSC Personnel Office	March 1
b. Establish TO's.	WO Division of Personnel	March 15
c. Complete staffing within existing TO ceilings.	SO's	May 15

#### Benefits:

Organizational Development (in which employee development is included) is a complex professional field. If BLM is to accomplish improved employee attitude and behavior toward public service, it should hire trained experts to augment the few qualified people currently on board. Each State can address and solve specific public service problems. The OD specialists in each State will form a professional brotherhood in BLM that can meet, discuss and improve the overall skills that are applied to improving employee performance. Maximum benefits can be achieved by using a combination of Bureau people and qualified "OD" consultants.

#### Capability:

There is current capability to accomplish these actions. Each SO would as a matter of priority establish these positions under their current TO ceiling.

ACTION	RESPONSIBILITY	TIME TABLE
<p>6. Take immediate specific steps to align aspects of BLM support systems: training, evaluations, procurement and personnel to improve employee attitude and performance toward public service.</p> <p>a. Review FY 1980 training catalog, develop and include public service courses (public participation, conflict management, arbitration techniques, public speaking, media presentation, etc.) and require attendance by employees needing to improve skills in public service.</p>		
<p>- new courses in place and list of attendees for FY 1981.</p>	<p>E.D. and Training</p>	<p>Sept. 30</p>

#### Benefits:

BLM's training catalog lists only one course designed to provide public service skills--a course in evaluating public comments. Many BLM people need public service skills. This action would identify those people and provide opportunities for them to obtain those skills. The benefits include improved communication and interaction with the public and a more broadly trained work force. The training catalog review would be aimed at a major revision to equalize those courses oriented toward human development with those available for technical development. The use of learning centers has the benefit of reducing travel time and costs.

#### Capability:

The estimated one-time cost to develop 1 week courses in public participation, arbitration, interpersonal communication, and group dynamics is \$40,000. The estimated cost per attendee is \$500. If 200 employees attended annually, the cost would be \$100,000. However, this cost can be accommodated within the Bureau's existing training budget with a realignment of priorities.



ACTION	RESPONSIBILITY	TIME TABLE
<p>b. Expand the General Management Evaluation to include more evaluations of public attitude about BLM services, surveys of BLM employee attitude and performance in public service, and evaluation of public facilities. Some specific examples are:</p> <ul style="list-style-type: none"> <li>• adequacy of public areas in BLM offices,</li> <li>• appearance of personnel (especially in reception areas),</li> <li>• attitude of employees about public service,</li> <li>• responsiveness to public inquiries, Congressional requests, etc.</li> <li>• public signs, displays, brochures, etc.</li> <li>• observe actual contacts,</li> <li>• tone of written and verbal communication</li> </ul>		
- develop evaluation criteria and standards.	Office of Prog. Eval. with input from E.D. Committee	April 1
- implement public service with regularly scheduled GME's.	Office of Prog. Eval.	As scheduled

#### Benefits:

By broadening the scope of GME's to examine how the public feels about the service BLM provides, BLM can improve its service. Evaluating employee attitude and behavior in public service will provide the information on which to base specific remedial and supportive actions.

#### Capability:

The estimated cost for developing evaluation criteria and guidelines is \$3,000 for one work month. The added cost per GME to conduct the evaluation is one half a work month or \$1,500. Both these costs are well within existing budget capability.

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ACTION	RESPONSIBILITY	TIME TABLE
c. Issue an instruction memorandum to all employees describing the Bureau's policy and procedures regarding attendance at professional meetings.	DDS	(Completed) IM-80-123 Nov. 26

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Benefits:

The Bureau is constantly being tested on the quality of its professional work. The scientific basis for BLM decisions following grazing EIS's is just one example. It is important, therefore, for Bureau employees to be current on state-of-the-art in their fields. Moreover, BLM employee participation in professional associations may have the effect of focusing the concerns of such organizations on public land issues. Finally, Bureau support for employee professional excellence will result in improved employee attitude and behavior.

Capability:

Bureau supervisors can discuss the professional needs of their employees and develop a schedule for attendance at meetings and, where appropriate, including the costs in the AWP. Many issues discussed at local professional association meetings are central BLM concerns. Bureau employees can be very effective within fund and travel ceilings by being more active at local meetings of professional associations.

ACTION	RESPONSIBILITY	TIME TABLE
7. Align BLM's reward system and make better use of external awards to encourage and support employees' public service efforts.		
a. Conduct a survey of public service awards sponsored by State governments, outside groups, etc., and issue an Instruction Memorandum to all Bureau offices that lists the awards, the timing procedures and criteria for them. The I.M. should also emphasize the importance that BLM places on nominating deserving BLM people for these external public service awards.	DDS	March 1 complete survey  March 15 Issue I.M.
b. Issue guidelines in the form of an Instruction Memorandum to all employees that outlines the steps that will be taken to reward and encourage public service work. The steps should cover:	DDS	March 15 Issue I.M.
<ul style="list-style-type: none"> <li>- utilizing the incentive awards program,</li> <li>- using public service as a basis for quality increases,</li> <li>- using public service as a basis for promotion,</li> <li>- acknowledgement of public service accomplishments in newsletters, etc.,</li> <li>- clarifying the circumstances under which employees may be compensated for BLM related volunteer work done with community groups.</li> </ul>		

Benefits:

The Bureau has not made it clear to employees that public service performance is a major factor in the reward system. The Task Force found that in the absence of a clear statement of intent many employees are unwilling to interact with the public because it is seen as a risk for increasing problems rather than opportunities. These recommendations are intended to establish a context in which employees who are so inclined may actively seek opportunities to work with the public during regular work hours and on a voluntary basis.

Capability:

An estimated 2 work months at a cost of \$6,000 is required to complete a survey of outside award programs and issue instructions. Issuing instructions for the internal reward system is estimated to cost \$3,000 and take 1 work month. Work months and costs are well within the Bureau's existing capability.

- V. GOAL: Remove procedural, systemic and other constraints to providing goods and services to the public and improve programs with high public service potential.

Findings:

The organizational management systems of the Bureau have grown in complexity as the Bureau's programs and mandates have grown. More and more of our time and manpower is spent on procedural work. The Director has established a team to analyze BLM's management services to make them more efficient and effective. Most of our systems have a bearing on public service either directly or indirectly, particularly the planning system and the environmental impact assessments conducted on both Bureau actions and applications from the public.

In addition, the Bureau has program policies and procedures which provide specific goods and services to the public (e.g., permits, leases and licenses) though we seldom see them as such. Vague policies and cumbersome procedures have vitiated many of the public service objectives such programs could have produced. Moreover, field personnel feel hamstrung from expeditiously providing such services because the delegation of authority for taking such actions is frequently above the level at which the action occurs. Once the decision gets beyond the people who have direct interest in the land and resources, the emphasis on resolution and the sensitivity to service is diminished.

Finally, field managers pointed to the lack of certain key regulations as the basis for either inaction or inappropriate action with corresponding negative effects on the Bureau's image. Additionally, the Directives system has been criticized for not being a clear and usable mechanism for providing basic information and guidance on program implementation. Field officials provided a number of specific suggestions for improving or modifying these and other Bureau systems to make the objectives of the Service Program achievable.



ACTION	RESPONSIBILITY	TIME TABLE
1. Augment the Management System Review Group's role to include an analysis of Bureau systems to find ways to improve their public service aspects.		
a. Issue a memorandum to the Management System Review Group expanding their role to include public service aspects of systems being studied and to recommend additional systems needing study.	DDP/DDS/Director	Dec. 1 (completed)
b. Prepare draft report.	Management System Review Group	Dec. 23 (completed)
c. Review of the report.	State Directors, etc.	Dec. 28
d. Decision meeting with Director.	Management System Review Group	Feb. 15
e. Follow-up study of other systems if appropriate	Management System Review Group	

#### Benefits:

This recommendation piggybacks on an existing ongoing study and provides for a specific focus. The management review group will make specific recommendations for improving public service through Bureau management systems. Making public service a major objective for these systems means changes can be made to orient them towards public services. By providing for more meaningful public input into these systems, the public will have a better chance to understand and support Bureau programs. The report will also recommend other systems needing study.

#### Capability:

The added cost to the ongoing review is \$3,000, an estimate of 1 work month. The outcome of the review should include the cost estimates for implementing the recommendations. There may be significant future costs associated with increasing public participation efforts in Bureau management systems. These costs will be programmed as a necessary part of processing actions through the systems.

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ACTION	RESPONSIBILITY	TIME TABLE
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2. Initiate a review of and make recommendations to improve the public participation opportunities in the Bureau's Planning System and environmental assessment process, with special emphasis on ways to ensure participation of a broad range of interests at the <u>local</u> level.		
a. Issue Instruction Memorandum to DDP defining the charge and scope of the review.	Director	Feb. 15
b. Conduct review and complete recommendations including specific actions that can be done at once with subsequent actions and stages also.	DDP with DDL	March 15
c. Decision meeting with Director.	DDP	April 1

#### Benefits:

The Bureau Planning System and the environmental assessment process leading to Environmental Assessment Records or Environmental Impact Statements are the two major formal systems that contain opportunities for significant public and State and local government input. Reviewing these systems to remove any barriers to public input would permit the public to contribute in a major way to Bureau decisionmaking. Such a contribution would also help meet Goal III of this action plan.

#### Capability:

A person has been hired to head up the Bureau's public involvement program; a second person will also be available. With these people and a program staff available in the Division of Planning, Inventory and Environmental Coordination, this work can be done with existing capability.

ACTION	RESPONSIBILITY	TIME TABLE
<p>3. Initiate a Bureauwide effort to improve public service in each resource program by reviewing and recommending changes in (1) existing policies, guidelines, directives, regulations and procedures (also statutes, if necessary), (2) existing program delegation authority (BO 701). Emphasis here is to make it simpler and quicker for the public to get goods and services from the Bureau by removing unnecessary procedural constraints and delegating decision authority to the lowest level possible on a program by program basis. Improvements should take place not only between WO and SO relationships but also between SO's and DO's and DO's and AO's.</p>		
<p>a. Constitute Program Review Committee to provide oversight and to implement this action.</p>	<p>George Lea - Chairman Ted Bingham George Francis Chuck Steele Joe Dose R.O. Miller</p>	Feb. 15
<p>b. Review Resource Programs and determine what immediate directive or delegation changes can be made and recommend changes to the Director.</p>	Review Committee	Feb. 29
<p>c. Act on Committee short-term recommendations.</p>	Director	March 14
<p>d. Solicit suggestions from field offices and individual program staffs on changes in each resource program direction or delegation that would improve service to the public.</p>	Review Committee	Feb. 25

ACTION	RESPONSIBILITY	TIME TABLE
e. Develop a work plan setting priorities for directives and delegation and specific benchmarks for changes needed in 6 months, one year and two years.	Review Committee	May 1
f. Approve work plan.	Director	May 9
g. Work with appropriate staffs to develop changes in directives (statutes, regulations, policies and procedures) and delegation authority (BO 701) to improve service to the public and issue implementing instruction.	Review Committee	According to approved plan

#### Benefits:

The Service Study Group was impressed by the variety, specificity and thoughtfulness of field suggestions on improving public services Bureau-wide and feels strongly that this resource should be tapped and encouraged. Obviously, clarification of policies and simplification of procedures in each program area for providing goods and services to the public will result in quicker and more effective action on BLM permits, leases and licenses. Moreover, such an in-house campaign provides a vehicle for employee ideas and a support system which illustrates the agency's interest in their contributions.

The Service Study Group also found that a major deterrent to providing services to the public arises when decisionmaking authority is not at the action level and the trends in recent years have been toward more centralization. The review and analysis of decisionmaking authority should be done with the review of each program for improving the delivery of goods and services. The recommendations from this study should result in quicker response to public requests and give BLM managers a sense of ownership for their decisions. BLM managers should demand top quality information from their staff when they know they will have to support decisions they make.

#### Capability:

It would take an estimated 5 people to conduct the review over 3 months. The Bureau has the current capability using the people from the Service Study Group as the nucleus for the review. Each program Division Chief would serve as the program representative where appropriate.

ACTION	RESPONSIBILITY	TIME TABLE
<p>4. Establish a team with staff to review the Bureau's regulation development process and the Directives system and make recommendations to the Director on ways these systems can be improved to:</p> <p>(1) include the Deputy Directors and State Directors in the development of Bureau policy through regulations and Directives and (2) serve field offices through better communication of policy and program guidance.</p>		
a. Issue an Instruction Memorandum establishing the team, its staff and its mission.	Director; Team: Roger Hildebeidel - Chairman, Billy Templeton, Dean Stepanik, Lou Miller (Ret.), Pat Harvey	Feb. 15
b. Team meets to plan the study (coordinate with Management Systems Group).	Team	March 1
c. Team and staff complete study including recommendations.	Team	April 15
d. Director acts on recommendations.	Director	April 25
e. Issue memorandum implementing recommendations.	DDS/DDP	May 1

#### Benefits:

Recent formal evaluations and interviews with field people confirm that although the current system is well managed by conscientious people, the system does not adequately meet current needs. There are too many directives, they vary greatly in quality, there is no method to convey urgency or relative importance, there is some duplication and conflict



between manuals, memoranda and handbooks. The field offices cannot deal with the barrage of directives. The people that manage the system recognize its faults and encourage needed changes. The recommendation is designed to let field people help design changes that can serve their needs while assuring adequate communication Bureauwide. A well designed system will give employees information quicker, with the appropriate sense of importance, reduce unnecessary information and provide for more rapid recall. Similarly, the regulation development process currently provides for adequate technical input, but does not include enough input at the policy level. A revised process would assure that the top Washington Office and field managers are fully involved in, informed about and support Bureau regulations.

Capability:

The review will require 5 persons for 3.5 work months to do the analysis and develop recommendations. There may be some cost if a new system is implemented; for example, additional personnel may be needed in Directives and Regulatory Management. The Bureau has existing capability to do this work.

IMPROVING PUBLIC SERVICE ON SPECIAL PROJECTS

A SUPPLEMENT TO  
THE  
SERVICE STUDY GROUP REPORT  
BUREAU OF LAND MANAGEMENT

GOAL: To implement immediately actions designed to improve service on selected special projects which are high priority for the Bureau, Assistant Secretary, Secretary and Administration.

Findings:

Large-scale special projects--most of them energy-related and carrying high corporate and political interest--are increasingly a critical responsibility for the Bureau.

The acronyms have found a place in our daily language: SOHIO, ETSI, ANGTS, IPP, and others. These often curious assemblages of capital letters represent multi-million dollar projects whose futures frequently revolve around Department of the Interior and Bureau permitting and approval processes.

These projects become exposed to complex program linkages requiring environmental impact statements, lands reports, considerable documentation, and dozens of public hearings and information or coordination meetings.

The players in these special projects are more diverse and often more high-powered than traditional BLM clienteles and include corporate executives, Members of Congress, special interest groups, law firms, individual members of the public, State and local governments, the news media and other parts of the Federal bureaucracy.

The findings of the Service Study Group and of other Bureau task forces indicate that special effort is necessary to facilitate actions on present and future special projects. These findings include the following:

1. Project applicants contend that excessive, confusing, and often duplicative data requirements are made by BLM. Applicants can be placed in the position of spending large sums to provide information drawn from vague requests.
2. Bureau manpower shortages, lack of appropriations, and contracting difficulties have caused excessive delays in completing certain elements of the clearance process for special projects.
3. Planning, identification and designation of rights-of-way corridors have been haphazard, often given low priority. A better process is needed to establish general corridor designations.
4. The decision process itself has not been efficiently managed. Improvement of preparation and timing of Secretarial Issue Documents will help solve this problem.

5. The new EIS scoping process required by the new CEQ regulations offers potential for early identification of potential issues. BLM should adopt the concept of scoping projects that have special priorities and require special attention in innovative ways to smooth the approval process.
6. The Bureau lacks uniform "terms and conditions" to be applied to rights-of-way grants. The Bureau should continue to develop standard attachments to the grants that can be uniformly applied and not re-invented for each project.
7. Each State Office frequently devises its own procedures and strategies for completing major responsibilities on special projects. A typical or standard process should be defined and adopted Bureauwide so all employees and applicants will know initially what is required in the way of procedural steps and schedules.
8. As we move to streamline and standardize BLM processing actions for special projects, we will need to train existing staff in new procedures.

The following actions are recommended as immediate measures necessary to establish more efficient management of special projects within the Bureau.

ACTION	RESPONSIBILITY	TIME TABLE
1. Complete staffing and integration of the Office of Special Projects and Impact Assessment Team in Denver into the Bureau organization and operating procedures.		
a. Hire the third Project Manager to complete the WO Special Projects Staff.	Associate Director	Nov. 1 (Completed)
b. Issue an Information memorandum that describes the working relationship between the Office of Special Projects and other key Washington and field offices.	Special Projects Office	Jan. 30
c. Begin operations of the Denver Impact Team.	Chief, OSP	Jan 1 (Completed)

ACTION	RESPONSIBILITY	TIME TABLE
d. Complete assignments of special projects to the Special Projects Office and Impact Team.	Associate Director	Jan. 31
2. Clarify at the start of the process the information needed from applicants.		
a. Issue a Directive to BLM field offices that describes the standard information required to facilitate the processing of applications.	DDL	April 1
b. Develop a schedule to consult with all pending applicants to discuss information required to effectively process applications.	DDL & OSP	April 15
3. Make more effective utilization of applicant's contractors.		
a. Draft guidelines to describe steps involved in BLM approval of applicant's contractors.	DDL & OSP	Nov. 1 (completed)
b. Complete review of upcoming projects, determine those where contracts would be appropriate, and begin consultations with the applicant.	DDL/Special Projects	Feb. 15
4. Make more effective use of Initial Corridor Grants.		
a. Complete review of on-going special projects, determine those where corridor grants are appropriate and adjust the schedules accordingly.	DDL	Feb. 15



ACTION	RESPONSIBILITY	TIME TABLE
5. Issue instructions requiring that draft Secretarial Issue Documents and other relevant decision documents be prepared concurrently with, rather than subsequent to, preparation of FES.	Executive Secretary	Feb. 15
6. Issue instructions that outline steps in preparation for EIS scoping meetings so the meetings become more productive.	DDL	Feb. 15
7. Develop and issue guidance on a flow chart illustrating a "typical" or standard process to be followed by appropriate BLM States in processing applications for special projects.	DDL with AD/L&R	Feb. 29



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